

## ANNEX 2

### ESF-2 - COMMUNICATIONS

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**PRIMARY:** Budget and Control Board, Division of State Information Technology

**SUPPORT:** SC National Guard, SC State Guard, SC Emergency Management Division; Department of Natural Resources, Division of Law Enforcement; Department of Public Safety; Department of Transportation; State Board for Technical and Comprehensive Education; Forestry Commission; South Carolina Educational TV Network; SC Law Enforcement Division; Civil Air Patrol; Radio Amateur Civil Emergency Services; Amateur Radio Emergency Service

#### I. INTRODUCTION

- A. Communications includes information and reports, surveillance of threatening conditions, and 24-hour two-way radio, commercial broadcast capability, telephone/cellular, internet, and teletype and satellite monitoring capability.
- B. State assistance under this function consists of the utilization of equipment and personnel essential to coordinate and disseminate information before, during and after an impending or actual disaster situation.
- C. In the event normal emergency preparedness communications channels become overburdened or destroyed, other State agency channels shall be utilized as necessary to augment State communications; assist local law enforcement, firefighting, search and rescue; lifesaving, etc; and disseminate instructions and operational guidance relating to disaster relief.

#### II. PURPOSE

Provide a means of defining, specifying, and performing the functions of communication through coordination with appropriate Federal, State, and local agencies/organizations and commercial providers to minimize loss of life and property in the event of an emergency or disaster.

#### III. CONCEPT OF OPERATIONS

- A. The Division of State Information Technology Budget and Control Board is responsible for coordinating all ESF-2 administrative, management, planning, training, preparedness, mitigation, response and recovery activities to include developing, coordinating, and maintaining the ESF-2 SOP.
- B. ESF-2 supporting agencies will assist the Division of State Information Technology, Budget and Control Board in the planning and execution of the above.
- C. ESF-2 personnel must be trained on the principles of the National Incident Management System (NIMS) and Incident Command and integrate those principles into all ESF-2 planning and response operations.

- D. ESF-2 personnel must be familiar with the corresponding Federal Annexes and Federal counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the structure, organization, functions and responsibilities of the Incident Management Assist Teams (IMATs), Interagency Incident Management Groups (IIMG) and the Joint Field Office (JFO).
- E. The Division of the State Information Technology will coordinate with all supporting and other appropriate departments/agencies and organizations to ensure communications readiness during disasters or other emergency situations.
- F. In the event of an imminent or actual emergency/disaster, the Division of State Information Technology will initiate actions appropriate to the functions of communications. Every effort will be made to support local equipment and personnel needs when requested and to integrate local resources when appropriate to a regional or statewide response.
- G. In coordination with and in support of the Counties, and in coordination with local Emergency Management officials, ESF-2 will assess the situation (both pre- and post-event) and develop strategies to respond to the emergency.
- H. South Carolina Emergency Management Division (SCEMD) will coordinate with the SC Budget and Control Board to support State and local government emergency communications in the event of a catastrophic system failure as a result of disaster.
- I. Maintain contact with other Emergency Operation Centers (EOC), the Federal Emergency Management Agency (FEMA) Region IV, other States, major cities and County Emergency Management organizations.
- J. Local governments shall prepare plans and procedures for employment of local emergency communications, utilizing all available systems and networks. Personnel and facilities shall be organized and exercised to provide centralized communications on a 24-hour-a-day basis.
- K. Agreements and State contracts shall be made to ensure equipment and systems maintenance is available on a 24-hour-a-day basis. Alternate communications systems shall be identified, maintained, and tested quarterly for use in the event the existing government systems are damaged and rendered inoperable.
- L. Coordinates cyber incident preparedness, response, and recovery activities to identify, analyze, and reduce cyber threats and vulnerabilities.
- M. ESF-2 will participate in annual State exercises and conduct ESF-2 training and exercises to validate this Annex and supporting SOPs.

## IV. ESF ACTIONS

### A. Preparedness

1. Identify public and private communications facilities, equipment, and personnel located throughout South Carolina including emergency communications vehicles or mobile command posts.
2. Coordinate plans with commercial telecommunications companies to restore services, to include public safety and first responder priorities.
3. Coordinate the acquisition and deployment of communications equipment, personnel including Information Technicians (IT), and resources to establish temporary communications capabilities.
4. Develop and coordinate frequency management plans, including military, talk groups, and trunked radio for use in disaster areas.
5. Develop a long distance communications strategy for implementation during disasters.
6. Assess pre-event needs and develop plans to pre-stage assets for rapid deployment into disaster areas.
7. Develop plans to prioritize the deployment of services based on available resources and critical needs.
8. Plan for operations involving coordination with the Federal Emergency Communications Coordinator (FECC).
9. Develop a strategy to resolve cyber security outages during emergencies.
10. In coordination with ESF-24 (Business and Industry), assess anticipated communication related needs (including cyber space security issues) with business and industry partners while also considering access, security and fuel resources that will be needed to restore the communications infrastructure.
11. Develop lists of State employed radio technicians.
12. Develop list of private companies to provide communications assistance during emergencies.
13. Provide and coordinate reliable links and maintain available support services for State disaster communications with local, State, and Federal government agencies.

14. Ensure ESF-2 personnel integrate NIMS principles in all planning. ESF personnel must complete all required NIMS training, as outlined in the Department of Homeland Security (DHS) training guidance.
15. Participate in tests and exercises to evaluate the state emergency response capability.
16. Ensure procedures are in place to document costs for any potential reimbursement.
17. Support the Emergency Management Assistance Compact (EMAC) by ensuring ESF personnel are trained on EMAC responsibilities, by pre-identifying assets, needs and resources that may be allocated to support other states, and by maintaining related information in WebEOC.
18. Provide ESF-2 representation on the Recovery Task Force.

B. Response

1. Conduct communications needs assessment (to include determining status of all communications systems), prioritize requirements, and make recommendations to deploy equipment and personnel to affected area, as required.
2. Prioritize actual actions of commercial telecommunications companies to restore services.
3. Maintain constant two-way communication with appropriate emergency operating services of state and local governments.
4. Coordinate frequency management plan in disaster area, including military, talk groups, and trunked radio, as required.
5. Coordinate capability for responsible officials to receive emergency information and communicate decisions.
6. In coordination with SEOC Operations assist in the acquisition of mobile communication assets as required.
7. Establish communications with the Federal Emergency Communications Coordinator (FECC) to coordinate communications assets beyond state capability.
8. Coordinate with SEOC Operations to determine telephone bridge requirements.

9. Identify and provide liaison officers for EMAC requests, to facilitate arrival and onward movement of EMAC support at appropriate staging areas.

C. Recovery

1. Arrange for alternate communication systems to replace systems that are inoperative due to damage from disasters.
2. Maintain contact and/or coordinate with:
  - FEMA
  - ESF-2 personnel located in the SEOC
  - Other Emergency Operations Centers
  - The Federal Regional Response Coordination Centers (RRCC)
  - Joint Operations Center
  - Joint Field Office
  - Disaster Recovery Center
  - Other States, major cities, and County Emergency Management/preparedness organizations, as capabilities allow
3. Coordinate communications channels available so appropriate information can be disseminated by ESF-15 (Public Information) to the public concerning safety and resources required for disaster recovery.
4. Coordinate commercial vendors contact with all appropriate emergency operations services of state government.
5. Gather communications damage assessment information from public and private organizations (including telephone/cellular, broadcast and commercial radio stations, and cyber related outages) and report to Situation Unit in the SEOC and ESF-14 (Recovery and Mitigation).
6. Assess the need for and obtain telecommunications industry support as needed.
7. Prioritize the deployment of services based on available resources and critical needs.
8. Ensure ESF-2 team members or their agencies maintain appropriate records of costs incurred during the event.
9. Support long-term recovery priorities as identified by the Long-Term Recovery Committee and Recovery Task Force.

D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the State Hazard Mitigation Plan.
2. Review, evaluate and comment on proposed State Hazard Mitigation Plan amendments, upon initiation and within review period.
3. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
4. Document matters that may be needed for inclusion in agency or State/Federal briefings, situation reports and action plans.

**V. RESPONSIBILITIES**

A. General.

1. State agencies supporting ESF-2 will train personnel on EMAC procedures to include identifying agency resources to sustain emergency operations, pre-scripting anticipated needs on specific EMAC messages and listing agency resources available for interstate and intrastate mutual aid missions
2. ESF-2 support agencies will identify, train, and assign personnel to maintain contact with, upon request provide staff to and/or prepare to execute missions in support of ESF-2 during periods of activation.

B. Budget and Control Board, Division of State Information Technology

1. Identify, train, and assign Budget and Control Board (B&CB) and other personnel to staff ESF-2 in the SEOC.
2. Notify all ESF-2 supporting agencies upon activation.
3. Develop current resource lists for all state-owned telecommunications and commercial assets to include availability and points-of-contact for procurement.
4. Coordinate technician support to maintain statewide 24-hour communication support capability.
5. Obtain technical support from private sector, as required.
6. Ensure Governor's Office communications systems are operational.
7. Coordinate maintenance of state voice, video, data, microwave, and two-way radio systems.

8. Develop and maintain a frequency management plan, to include coordination of military assets, talk groups, and trunked/conventional radio systems for use in disaster area.
9. Coordinate contingency radios, cellular phones, satellite phones, computer terminals, video teleconference, internet access, and pagers.
10. In coordination with SCEMD, develop lists of emergency communications vehicles and mobile command vehicles available throughout the state; and procedures to request and deploy those assets.
11. Coordinate with SEOC Operations to determine telephone bridge requirements upon SEOC activation.

C. SC National Guard

1. Provide personnel and equipment for point-to-point or mobile satellite communications and Voice Over Internet Protocol (VOIP) support on a 24-hour basis, as required.
2. Provide support to include personnel to transport, install, operate, and maintain communications equipment to maintain 24-hour communications operations.
3. Provide trained personnel to augment communications staff.

D. SC State Guard

Provide personnel and equipment for point-to-point or mobile communications support on a twenty-four hour basis, as required.

E. SC Emergency Management Division

1. Provide location in the SEOC Radio Room for additional communications assistance.
2. Recruit, train, and designate radio operators to operate equipment in support of High-Frequency (HF) teams and the SEOC radio room.

F. Department of Natural Resources, Division of Law Enforcement

1. Provide personnel, radio equipment, and transportation to support communications operations on request, as assets allow.
2. Provide backup communications capability through DNR statewide radio communications network, as assets allow.

G. Department of Public Safety

1. Provide personnel, radio equipment and transportation to support communications operations.
2. Provide alternate state warning point facilities.

H. Department of Transportation

1. Provide radio technicians, if available.
2. Provide backup communications capability through DOT statewide radio communications network.

I. State Board for Technical and Comprehensive Education

Provide personnel, remote computer connectivity (data and video) through the SC Technical College system, and facilities to support communications operations.

J. Forestry Commission

1. Provide backup communications capability through Forestry Commission statewide radio communications network.
2. Provide radio technicians.

K. South Carolina Educational TV Network

1. Provide personnel, facilities, and equipment to support communications operations.
2. Provide personnel, equipment, and facilities to support the Public Information Phone System.

L. SC Law Enforcement Division

1. Provide communications equipment, if resources are available.
2. Provide alternate National Warning System (NAWAS) capability to include facilities, equipment, support, and procedures.

M. Civil Air Patrol

1. Provide radio communications assistance.
2. Provide support for airborne and mobile ground repeaters.
3. Provide SEOC radio room operators, when needed.



- N. Radio Amateur Civil Emergency Services (RACES)/Amateur Radio Emergency Services (ARES)
  - 1. Provide radio communication assistance.
  - 2. Provide reports from disaster areas.
  - 3. Provide radio operators to conduct self-sustaining operations in support of emergency operations for periods up to 72 hours.
  - 4. RACES, supported by the ARES, will coordinate high frequency radio capabilities.
- O. The University of South Carolina, Center for Public Health
  - 1. SC Healthcare Emergency Amateur Radio Team (SCHEART) will provide support to the ARES.
  - 2. SCHEART, in coordination with ARES, will help identify, train, and assign ham radio operator and /or radio response teams to provide redundant communication support for State and local healthcare facilities to support state-wide coordinated communications.
  - 3. Establish and maintain contact with the SEOC, the Department of Health and Environmental Control (SC DHEC), and the South Carolina Hospital Association (SCHA) EOCs during periods of activation to assist with message distribution, patient movement and the overall reporting process.

## **VI. FEDERAL ASSISTANCE**

- A. This Annex is supported by the National Response Framework, ESF-2 (Telecommunications).
- B. Federal ESF-2 supports the restoration of the communications infrastructure, facilitates the recovery of systems and applications from cyber attacks, and coordinates Federal communications support to response efforts during incidents requiring a coordinated Federal response (hereafter referred to as “incidents”).
- C. Federal ESF 2 implements the provisions of the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies (NPTS).
- D. Federal ESF-2 provides communications support to Federal, State, tribal, and local governments and first responders when their systems have been impacted, and provide communications and Information Technology (IT) support to the Joint Field Office JFO and JFO related field teams.

- E. The National Communications System (NCS) and the National Cyber Security Division (NCSD) work closely to coordinate the Federal ESF-2 response to cyber incidents. This convergence requires increased synchronization of effort and capabilities between the communications and IT sectors to facilitate the Federal ESF-2's ability to respond to all types of incidents.
- F. The Regional Administrator of FEMA is authorized to establish temporary communications during or in anticipation of an emergency or major disaster and make them available to State and local government officials and other persons deemed appropriate.
- G. For a major disaster, the Principal Federal Officer (PFO) will appoint a Federal Emergency Communications Coordinator (FECC). The FECC will deploy to the disaster area as the principal Federal Telecommunications Manager for that area. The FECC coordinates with the State Telecommunications Officer to ensure Federal communications requirements do not conflict with State's needs.
- H. The FECC will normally deploy to the SEOC as a part of the Incident Management Assist Teams (IMAT) and assist in coordinating Federal telecommunications support in the Unified Coordination Group and Staff. On arrival, the FECC will assess the need for mobile and transportable telecommunications equipment and provide assistance to State ESF-2 as required.
- I. FEMA can also deploy their Mobile Emergency Response Support (MERS) detachment that includes a Multi-Radio Vehicle (MRV), which has a 48 telephone, secure and voice facsimile, two-way teleconferencing, and full broadcast television capability.
- J. Through the Regional Response Coordination Center (RRCC), Federal ESF-2 may request activation of the following Federal resources when commercial or non-commercial communication outages are expected:
  - FEMA National Radio System (FNARS)
  - Shared Resources (SHARES) High Frequency Radio Program
  - Telecommunications Service Priority (TSP)
  - Government Emergency Telecommunications System (GETS)
  - Wireless Priority Service (WPS)
  - National Emergency Coordination Net
- K. Communications provided under the Stafford Act are intended to supplement but not replace normal communications that remain operable after an emergency or major disaster. Such emergency communications will be discontinued

immediately when the essential communications needs of the Federal, State, and local officials have been restored.

- L. After use, the Lead Agency coordinates the release of Federal communications resources as soon as commercial, State, and local communications can support the response mission. It is also up to the Lead Agency to maintain a record of all communications support provided.

## **VII. ATTACHMENTS**

- A – Memorandum of Understanding between the State of South Carolina and the Amateur Radio Emergency Service

## ATTACHMENT A

MEMORANDUM OF UNDERSTANDING BETWEEN THE STATE OF SOUTH CAROLINA  
AND THE AMATEUR RADIO EMERGENCY SERVICEMEMORANDUM OF UNDERSTANDING  
BETWEEN  
THE STATE OF SOUTH CAROLINA  
AND  
THE SOUTH CAROLINA AMATEUR RADIO EMERGENCY SERVICE**I. PURPOSE**

The purpose of this document is to state the terms of a Memorandum of Understanding (MOU) between the South Carolina Emergency Management Division (SCEMD) and the South Carolina Amateur Radio Emergency Service (ARES), that will serve as a guide within which volunteer personnel of the ARES may coordinate their services, facilities, and equipment with SCEMD in support of State and local emergency communication functions. Joint coordination and exercise of the resources of SCEMD and ARES will enhance the posture of emergency communication readiness in South Carolina.

**II. AUTHORITY**

This MOU is made under the authority of 24 SC Ann Regs 58-101 (A)(1)(1980). Under this provision SCEMD may, by agreement or operation of law, charge persons or groups with duties incident to the protection of life and property within the state during an emergency. ARES is a volunteer program sponsored by the American Radio Relay League, Incorporated. "ARES" and "Amateur Radio Emergency Service" are registered service marks of the American Radio Relay League, Incorporated, and are used by permission. Nothing herein will, nor will it be construed to, bind the American Radio Relay League, Incorporated in any respect whatsoever.

This agreement will be governed by and construed in accordance with the law of the State of South Carolina, and as applicable, the Communications Act of 1934, as amended, and the Rules and Regulations of the Federal Communications Commission governing the Amateur Radio Service.

**III. RECITALS**

WHEREAS, the South Carolina Emergency Management Division has statutory responsibility under SC Code §25-1-420 to prevent, minimize, repair, injury and damage resulting from any type of disaster,

WHEREAS, the Federal government has authorized the use of the Amateur Radio Service to provide emergency communications and establishes the Radio Amateur Civil Emergency Service (RACES) under Code of Federal Regulations Title 47, Part 97-407.

WHEREAS, ARES and RACES are separate entities operating under separate auspices and regulatory provisions.

WHEREAS, the ARES is an organized group of radio amateurs in South Carolina operating as volunteers, and as part of the field organization of the American Radio Relay League, Incorporated (ARRL), pursuant to procedures established by ARRL, and because of its emergency communication capability can be of valuable assistance in providing essential communications during emergencies and disasters when normal lines of communication are disrupted.

#### IV. DUTIES AND RESPONSIBILITIES

NOW, THEREFORE, the parties agree as follows:

- A. Parties: The Parties to the MOU are:
  - 1. Amateur Radio Emergency Services
  - 2. South Carolina Emergency Management Division
- B. Term:
  - 1. The agreement shall become effective upon execution by both parties and shall remain in effect until termination in writing. Either party in writing with or without cause may make such termination at any time. Any termination under this MOU shall be without prejudice or hardship to any obligations and liabilities of either party already accrued prior to such termination.
  - 2. This MOU shall terminate in five years from the date of signing. Six months prior to termination, the parties shall meet to review the progress and success of the MOU and determine whether it shall be extended for an additional five years. In no event shall any single extension of this MOU be for a term exceeding five years.
- C. Activation: The agreement shall be activated by request of SCEMD.
- D. Terms and Conditions: The interchange provided by this MOU shall be handled as follows:
  - 1. ARES will provide emergency communications support to the SC EMD. In order to accomplish this, ARES will:
    - a. Identify, train, and assign qualified personnel to operate on a continuous basis during emergency operations and exercises in the State Emergency Operations Center (SEOC), the Alternate Emergency Operations Center (AEOC), the Emergency Communications Van (ECV), forward command posts, and all county Emergency Operations Centers.

- b. Provide a deployable cadre of radio operators capable of conducting self-sustaining emergency communications for a period of up to 72 hours.
  - c. Provide technical assistance for maintaining state and local owned amateur radio equipment in emergency operations centers.
  - d. Develop a training and certification system for ARES members, and establish a liaison system with RACES.
  - e. Conduct communications nets at least monthly, if requested.
  - f. Develop an identification system for ARES members.
  - g. Nominate a candidate for SC RACES Officer if requested by SCEMD.
2. SC Emergency Management Division will:
- a. Alert ARES in the event of an emergency operation and provide advance notification of all exercises.
  - b. Provide radio equipment in the SEOC, AEOC, ECV, and any forward command post.
  - c. Sustain ARES personnel during emergency operations and exercises.

#### V. INDEMNIFICATION AND LIABILITY

- A. ARES shall be solely responsible to parties with whom it shall deal in carrying out the terms of this agreement, and each party shall save the other harmless against all claims of whatever nature by third parties arising out of the performance of obligations under this MOU. For purposes of this agreement, ARES agrees that it is not an employee or agent of SCEMD, but is a provider of volunteer services. SCEMD is not an agent of, nor may it bind or obligate ARES in any respect.
- B. Nothing herein is intended to serve as a waiver of sovereign immunity by any party or recipient to whom sovereign immunity applies. Nothing herein shall be construed as consent by a state agency or subdivision of the State of South Carolina to be sued by third parties in any matter arising out of any contract.
- C. Each party agrees to indemnify, defend, and hold free and harmless, the other party and each of the other party's members, agents, servants, employees,



officers, and directors, from and against any and all actions, claims, liabilities, assertions of liability, losses, costs, and expenses including, but not limited to, attorney fees, reasonable investigative and discovery costs, and court costs, which in any manner may arise or be alleged to have arisen, or resulted, or alleged to have resulted, from the presence and activities, or any nature or otherwise of the actions of the first party's agents, servants, or employees relating to this MOU, including but not limited to, claim or claims for bodily injury or death of persons, and for loss of or damage to property, including claims or loss by the first party or its agents, servants, and employees.

#### VI. INTEGRATION

This MOU contains the entire understanding of the parties with respect to the subject matter of the MOU, and it supersedes all prior understandings and agreements, whether written or oral, and all prior dealings of the parties with respect to the subject matter hereof.

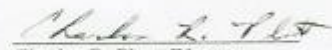
#### VII. MODIFICATIONS

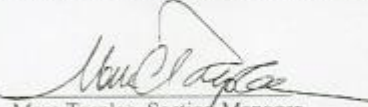
This MOU may be modified or amended only by an instrument in writing signed by the parties hereto.

#### VIII. EFFECTIVE DATE AND EXECUTION


This MOU becomes effective upon execution of the signatures of all parties to the MOU. The date of execution shall be the date of the last signature.

In Witness Whereof, the signing parties have caused this Memorandum of Understanding to be executed by and between them.

  
Charles R. Platt, Director  
Emergency Management Division  
State of South Carolina

  
Marc Tarplee, Section Manager  
South Carolina  
For the South Carolina Amateur Radio  
Emergency Service

  
Date

  
Date